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Government
Publications

Progress Report II

Advisory Council on Day Care

June, 1975

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June, 1975



Ontario

Ministry of
Community and
Social
Services

Honourable Rene Brunelle,
Minister
Ministry of Community &
Social Services

June 30th, 1975.

Dear Mr. Brunelle:

Re: Progress Report II

I have the honour to present to you on behalf
of your Advisory Council on Day Care the attached
Progress Report on the activities of Council.

Yours sincerely,

Anne M. Barstow, Chairman.

Harriet Elizabeth Black,
Imelda Chenard,
Rev. Ian Harland,
Miriam Herman,
Roberta McFadden,
Rea McGarry,
Prof. Harry M. Morrow,
Gladys Rolling,
Anne Stafford,
Kathy Taylor.

AB/in.

Advisory Council on Day Care

Progress Report II

June 1975

Introduction

Since its presentation of its first Progress Report on January 6th, 1975, the Advisory Council on Day Care has been holding its regular meetings, including sessions with organizations and individuals attending to assist in its deliberations. The Council has explored two major subject areas in that time – Staff Qualifications and Training, and Private-Home Day Care. In addition the Council has discussed: Staff/Child Ratios, Role of the Child Development Counsellor and Day Care Counselling, as well as other related day care topics.

In addition to regular meetings, representatives of the Council held two sessions outside Toronto, in Chatham, and Thunder Bay. These provided an excellent opportunity for Council members to meet members of the local day care communities, to discuss matters of common concern, to receive written briefs, and also to visit individual programs.

Undoubtedly, these meetings have helped to broaden our understanding of the diversity of day care interests and concerns. They have emphasized the marked similarity in the philosophy expressed, and common problems have been identified in a variety of geographical locations. Above all, they have demonstrated that the interest in day care and the issues related to it is increasing, and becoming much broader and deeper. Communities are demanding information, and are asking more and more to be involved in the process which determines day care policies.

We have received the impression that there is a sense of frustration at the restriction of day care activities in some localities. This may be due to a lack of understanding by local governments and little communication with higher levels of government. This frustration often results from the attitudes prevalent within specific communities. There is also a growing sense of dissatisfaction with the gap which seems to exist between local concerns and provincial decisions, and there seems to be little central effort to involve local communities, or even the district offices of the Ministry, in the formulation of day care policy, priority planning or budget preparation. The resulting sense of isolation must not be ignored or dismissed as unimportant.

In addition to activities by the Council as a whole, individual members have participated in many day care activities in their own communities, attending meetings, acting as speakers or panelists, and generally increasing their own knowledge of the many facets of this broad field of interest. Certainly, Council deliberations have been enriched by the contribution of individual members with specific information and knowledge from their own experience and expertise.

Following is a summary of the recommendations which are contained in this Report.

Recommendations

Staff Qualifications

1. "Trained or Qualified Staff" should mean those who have obtained the equivalent of the following components:
 - a) Thorough knowledge of the basic principles of child development from birth to adolescence.
 - b) An understanding of the application of this knowledge to the daily activities of the children.
 - c) Adequate supervised practice in the application of (a) and (b) in daily work with children.
2. All Program Staff in day care centres should be trained or "in-training".
3. Staff appointed as supervisors should be qualified and have additional experience.
4. Staff "in-training" should not be in charge of groups of children or programs.
5. Volunteers and/or people with special skills should not be considered in staff complement.
6. A basic course in first aid should be a requirement for all staff.
7. The Day Nursery Staff of the Children's Services Bureau should continue to develop a career ladder.
8. Guidelines clearly interpreting the regulations for staff qualifications should be developed.
9. The Day Nurseries Act, Section 12 (1) and (2) should be amended to define the qualifications for supervisors and staff.

Staff Training

1. Training courses offered for workers in the field should contain a credit component.
2. There should be an extension of training opportunities through a wide variety of options.
3. Some form of on-site training opportunities should be available for native peoples.
4. Provision should be made for specialist courses in a variety of subjects.
5. The Ministry of Community and Social Services should explore the alternative training options with the Ministries responsible for offering such programs.

Private-Home Day Care

1. Organizations offering Private-Home Day Care should be registered with the Province and set criteria should be established for such registration.
2. Private-Home Day Care should be encouraged as a satellite program to group day care.
3. Some pilot projects should be undertaken to demonstrate Private-Home Day Care as a satellite program to parent co-ops.

Staff/Child Ratios

1. Present Staff/Child Ratios should be maintained. Also recommended that the Staff/Child Ratios be interpreted to include only program staff.
2. Work should be continued on alternative methods of setting ratios.
3. There should be practical research undertaken on the operation of present ratios in a variety of programs.

Child Development Counsellors

1. There should be an immediate increase in numbers of Child Development Counsellors with at least one Counsellor on staff in each district office.
2. Additional Child Development Counsellors should be appointed in the districts to share the current duties assumed by the present staff complement.
3. Proper support staff for the Child Development Counsellor should be assigned on a full-time basis to assist in the administrative duties.

Other Staff

A strong core of qualified Day Nurseries development staff should be reestablished at the Ministry's central office.

I. Staff Qualifications and Training

One of the major day care subjects of discussion is the matter of staff for group day care programs. The present regulations under the Day Nurseries Act require that:

- "12. - (1) Every day nursery shall have a supervisor who, in the opinion of the Director,
- a) is sympathetic to the welfare of children;
 - b) has a specialized knowledge of and adequate experience in the methods of child guidance suited to the ages of children eligible for enrolment; and
 - c) is suitable in respect of age, health and personality to occupy the position.
- (2) In addition to the supervisor the operator shall employ, for the supervision of the children enrolled in the day nursery, a staff having specialized knowledge and adequate experience in the methods of child guidance for the ages of the children supervised."

Discussion centres around the interpretation of the phrase "specialized knowledge and adequate experience". It has been suggested that the requirement for "specialized knowledge" should be removed from the regulations, while there are other suggestions that all staff in day care centres should be required to have a diploma in Early Childhood Education.

The Advisory Council has discussed this question in two separate parts - the qualifications needed by staff in the day care field, and the training which is or should be available for people wishing a career in the field. In addition we have discussed career opportunities and competency evaluation.

Staff Qualifications

At present, there is no stated requirement in the Day Nurseries Act and Regulations for recognized training for day care staff. There is pressure that this field should be prepared to employ people from a variety of disciplines and even those without training. At the same time, the literature and the knowledge gained over the past years emphasize constantly the importance of the early years in a child's growth and development. In the field of education, for example, all teachers must have a university degree as well as teacher training, and this applies for the Junior Kindergarten as well as the high school. It seems

inconsistent to suggest that a child in group day care does not need skilled adults in his program, when he does require them in Junior Kindergarten.

Part of the dichotomy undoubtedly arises from the failure to recognize the essential ingredients in good day care programs, and the skills required to provide these. In its first Report, the Council stated that, as a service for children, day care must be safe, healthy, developmental, enriching, nurturing, and preventative. Standards must be set to provide for the full development of the child – physically, socially, emotionally, and intellectually. In order to achieve such standards there must be emphasis on the quality of staff. Of the three ingredients which constitute a day care centre – physical setting, staff and program – staff are by far the most important. The use of facilities and development of program depend entirely upon the calibre of staff.

At present, there is a good deal of flexibility in the interpretation of the regulations regarding staff, because of the great variety of programs being licensed. A recent spot check showed that approximately 46% of all program staff were trained (Early Childhood Education graduates or equivalent), 25% were partially trained (“in-training” or with some parallel training) and 29% were untrained. Only 29% of supervisors were not fully trained, and all these were taking training to become qualified.

The Council talked with many people concerned with qualifications of staff or employment in day care services, and reviewed a number of briefs and documents presented by interested organizations.

The Advisory Council makes the following recommendations:

1. “Trained or Qualified Staff” should mean those who have acquired the equivalent of the following components:
 - a) Thorough knowledge of the basic principles of child development from birth to adolescence.
 - b) An understanding of the application of this knowledge to the daily activities of the children.
 - c) Adequate supervised practice in the application of (a) and (b) in daily work with children.

The courses offered by the Colleges of Applied Arts and Technology in Early Childhood Education provide the basis for meeting these requirements. Individuals trained in other disciplines, such as primary specialists, elementary teachers, nurses, those trained in other jurisdictions,

recreation leaders etc. can be considered qualified, provided they have acquired a, b, c, above.

2. All program staff in day care centres should be trained or “in-training” (“in-training” means that these staff members are in the process of obtaining training as outlined above).
3. Staff appointed as supervisors should be qualified and have additional experience, and preferably additional training in management, work with parents, and staff development.
4. Staff “in-training” should not be in charge of groups of children or programs, except under supervision of trained staff.
5. Work with infants, school-age children and handicapped children requires additional specialized knowledge and experience. To provide such programs a team of various disciplines may be engaged, one member of which should be trained or qualified as indicated in 1.
6. Volunteers and/or people with special skills can augment and enrich programs but should not be considered in staff complements. An exception to this, would be the use of parents in parent co-ops and in centres for handicapped children where there are established orientation programs in effect, which could qualify such volunteers as staff-in-training for staff complement purposes.
7. A basic course in first aid should be a requirement for all staff.
8. The Day Nursery Staff of the Children’s Services Bureau as part of its developmental role should continue to develop a career ladder for the description of job opportunities available for staff at various levels of training and experience.
9. Guidelines clearly interpreting the regulations for staff qualifications should be developed by the Day Nursery Staff of the Children’s Services Bureau and widely distributed by the Ministry.
10. The Day Nurseries Act, Section 12 (1) and (2) should be amended to define the qualifications for supervisors and staff as outlined in the previous recommendations.

Staff Training

The administration of day care staff requirements as outlined above presupposes the availability of training opportunities for those wishing to enter the field or take additional upgrading courses. At present, there is a fairly wide range of academic training in early childhood education offered across the Province. The major training is offered by 18 (soon to be 20) of the 22 Colleges of Applied Arts and Technology

in Ontario, and these courses contain the basic qualifications for staff in the field of day care. There are a variety of other courses available from 16-week Manpower courses for Nursery Aides to post-graduate courses at the Institute of Child Study of the University of Toronto. It is important that no course should be a "dead end" for the trainee. Any training courses offered for workers in the field should contain a credit component to enable students to pursue future studies. A list of available courses (as of May 74) is attached as Appendix 1 to the Report.

It is imperative that units of early childhood education be available for students and staff-in-training to obtain academic credits towards qualification. At present the main alternative to the full-time Early Childhood Education course is the evening classes offered by a number of community colleges. There should be a much greater extension of training opportunities through a variety of options, e.g. correspondence courses combined with week-end seminars; the use of audio-visual aids; use of educational TV for credit courses; mobile training teams to travel to the more isolated areas, for intensive training and evaluation sessions; the use of "loop" films; and the availability of summer credit courses.

One of our major concerns is the whole area of training opportunities for native people. Many of the reserves are located in remote regions of the Province and the travel involved to reach training facilities often makes it difficult for native people to receive this training. Provision of some form of on-site training seems to be an acceptable alternative. The on-site training could be in the form of mobile teams as suggested above.

The Council would suggest that basic courses should be "generalist" in nature, and that there should be additional specialist courses offered to train people to work with infants, mentally retarded children, children with special needs, etc. Specialist courses should be readily available in administration and staff development, and also for Private-Home Day Care home visitors, so that personnel can up-grade their skills and widen their employment opportunities. Such specialist courses are not seen as requirements for employment, but would equip staff to be more competent in such specialized positions.

The Council urges that the Ministry of Community and Social Services explore these alternative training options with the Ministries responsible for offering such programs.

Career Opportunities

The field of early childhood education is not yet fully recognized as a good career opportunity. Resting

as it does mainly in the community college orbit, it does not offer consistent opportunity for continuing education at the university level. Some of this is alleviated by the formation of a number of degree courses now being offered at some universities; however, there is no formalized recognition at the university level of credit for Early Childhood Education courses taken at the Colleges of Applied Arts and Technology. We would urge that the curriculum content of Early Childhood Education courses be designed to contain agreed university level units, so that credits for these can be readily granted by universities. University training for Early Childhood Education personnel could increase the variety of employment opportunities open to them, and offer excellent career options – research, senior consultants at various government levels, teachers in community colleges and universities. An Early Childhood Education career ladder would thus lead much higher than "program supervisor" in its employment steps.

Current pay scales offer little incentive to career-minded staff. One Community College reports that its graduates in Early Childhood Education earn the third lowest starting salary of any of its 2-year course graduates – an average of \$5,400.00 a year, or only slightly above the minimum wage level. In its 1974 Salary Guide, the Association of Early Childhood Education for Ontario recommends a starting salary range of \$6,400.00 to \$7,860.00 for Early Childhood Education graduates, but admits that this is a suggested scale which is not being generally adopted by employers. Certainly salaries are not going to be improved until the field itself has sufficient strength to demand proper recognition and remuneration.

In spite of these frustrations, the number of students applying for admission to the Early Childhood Education courses runs far in excess of vacancies available, and some colleges report as many as five times the number of applications as admissions. In view of the Government's commitment to expanded services, and the increasing demand for day care, it is apparent that there will be a need for increased numbers of staff, and this Council believes that these staff members should be skilled, trained and qualified people, to ensure quality care for children.

Competency Evaluation

Training and experience required for advancement in the early childhood education field are measured by credentials and work records. However, there is no common measure of a person's competency in this

field, and with the concept of staff-in-training, and extra-mural courses, such a measure could be a very valuable tool. The closest approach to such evaluation is the certification procedure followed by the Association of Early Childhood Education of Ontario, and there is also an evaluation process during a student's 2-year Early Childhood Education course. Extensive work has been done in the United States in this field by the Child Development Associate Consortium (see Appendix 2), and the two senior professionals connected with this project visited Ontario in June under the auspices of Mohawk College and the Association of Early Childhood Education of Ontario to discuss its possible application and use here. During their visit they met with the Advisory Council on Day Care and representatives from the Association of Early Childhood Education of Ontario certification committee, and the Provincial Consultative Committee on Curriculum Content, Ministry of Colleges and Universities. We hope this may prove to be a first step towards the initiation of a competency evaluation system for the early childhood education field.

II. Private-Home Day Care

In 1971, the Day Nurseries Act and Regulations were amended to allow the Province to share the costs of the purchase of private-home day care services by Municipalities. With these amendments came official recognition of private-home day care as an alternative to group care, eligible for subsidy and subject to guidelines for standards of care.

Historically, the care of children in private homes has been recognized as a day care service (as opposed to full-time foster placement) in various countries for many years. Here in Ontario, private agencies were initiating family day care programs in the early sixties, where home selection, placement of children and on-going supervision of the homes was provided by a social service agency, and was financed by the agency with additional grants from the municipality. The majority of children receiving care outside their homes are in private home arrangements, but only a very small percentage of these arrangements are formal ones, supervised under a Private-Home Day Care Program.

Private-Home Day Care is designed to provide a day care service for families where group day care is unavailable or inappropriate. There are specific advantages in such a program for families – children

can remain in their own neighbourhood; it is flexible in hours, and so can accommodate shift work parents; it provides a good placement for infants and school-age children; it can accommodate in one placement the family whose children range in age from infants to school-age. Undoubtedly, it gives an alternative choice to parents from the group setting, and it has the possibility of becoming a link between the day care community and the existing network of informal private caregivers.

Private-Home Day Care is a rapidly expanding service, with the latest reports available showing that 13 municipalities now operate or purchase private-home day care services, and over 2,000 children are in private-home day care homes. The Council would certainly hope that this program would continue to expand, but has a concern that it does not expand only in the number of homes and children, but also in the number of programs and home visitors.

The Advisory Council has a number of comments to offer regarding Private-Home Day Care and suggestions and recommendations which stem from these observations:

1. In group day care, the Provincial Government guarantees the standard of day care services across the Province, by its regulations governing minimum standards for licensing. These standards are applicable to all programs, and guarantee to parents that all children placed in these programs are receiving a certain quality of care. This is not the case in Private-Home Day Care. At present only a municipality may enter into an agreement with any person or organization for the furnishing of Private-Home Day Care. The guarantee of the standard of the service rests with the Provincial requirement that the staff hired by the Municipality shall meet the criteria established by the Provincial guidelines.

We would recommend that:

- a) All organizations offering Private-Home Day Care should be registered with the Province and that set criteria should be established for such registration. These criteria would include the requirements for the qualifications of the staff appointed to select and supervise the homes. Such organizations would include Municipalities, Indian Bands, Approved Corporations and other groups, such as Children's Aid Societies, provided they meet the criteria of registration.
- b) Registered organizations should be able to obtain subsidy in the same manner as group programs.

2. The quality of Private-Home Day Care Programs depends largely on the capability of the home visitor and the work load assigned.
3. Training opportunities for home visitors for Private-Home Day Care Programs should be readily available.
4. Private-Home Day Care as a satellite program to group day care is another model which should be encouraged. There are advantages to such an expansion project. Home visitors can be based in the day care centre. Parents would have an option available to them, according to their own needs or choice. Caregivers would have a link to a resource centre where they could obtain support services such as child care guidance, communication with others in the field, and loaned equipment. Home finding could be localized, around the centre. In such a model, the group program could become a registered organization as defined previously in (1).
5. A project was submitted as a proposal for Council's information, suggesting parent co-op half-day programs as a prime source for such satellite home day care programs. In this model the caregivers as well as the parents could be members of the co-op. The Council recommends that some pilot projects be undertaken to demonstrate this possibility and to evaluate the results.
6. The role of the caregiver has caused the Advisory Council some concern. At present, these important members of the Private-Home Day Care team are given very little recognition in the community for the service they give. The fees they are paid are very low (averaging \$5.00 per child per day) covering as they do the provision of the facility, supervision and the meals. There is a very real possibility that this service can be seen as exploitation of the caregiver as a result. Certainly there is little incentive to attract people to offer their services in this area. We would urge that there be a regular reassessment of fees in an effort to upgrade them.
7. A variety of supports should be given to caregivers through regular newsletters, meetings with parents and caregivers, training sessions, conferences and the encouragement of associations of caregivers.
8. There is a need for practical support for the caregiver:
 - a) Equipment should be available to them on loan and the regulations under the Day Nurseries Act should recognize the costs of providing such equipment for supervised homes.
- b) If there are any public health or fire regulations to which they must conform, the cost should not become the full burden of the caregiver, but should be shared by the organization and recognized by the Province.
- c) Insurance coverage, especially liability insurance, should be maintained on their behalf by the organization or municipality.
- d) Their status under the Income Tax Act needs to be clarified with regard to their earnings and deductible expenses. In one known case in the United States the Internal Revenue Service has ruled that payments to day care mothers are tax exempt. We would like to have further information and some work done to evaluate this tax area.
9. There has been a lack of suitable statistical information available for evaluation of current programs. We have requested information regarding the rate of turn-over of homes and reasons for this; a list of municipalities and organizations involved, with case-loads; some exploration and analysis of the use of Private-Home Day Care by age groups. We would also like information regarding the use and/or requests for Private-Home Day Care by shift workers.
10. A number of suggestions were received about varieties of Private-Home Day Care Services that deserve consideration:
 - a) The possibility of mobile Private-Home Day Care Mothers to go into the child's home when he is unable to attend either Private-Home Day Care or a group program.
 - b) Provision of a mobile service to Private-Home Day Care caregivers, by a bus or van, bringing toys and books and other services. Here, the purchase cost of the vehicle might be considered an acceptable cost for sharing as a capital cost.
 - c) Ways of providing short term relief for Private-Home Day Care caregivers, either through mobile mothers (see (a) above) or drop-in group care in the neighbourhood.
 - d) Exploration of the concept of two caregivers jointly giving care in one house. This would need more detailed exploration regarding supervision, program, qualifications, space requirements, feasibility.

III. Staff/Child Ratios

Ontario has played a strong leadership role in the whole of Canada in the establishment and development of standards for Day Care Services. It has operated a system of licensing which guarantees that all group programs in the Province meet a certain standard of quality. Its Day Nurseries Act has provided a model for many of the Provinces in enacting their own legislation. The staff/child ratios contained in these regulations were established as guidelines by personnel experienced in Child Care, and have been proved by practice, if not by research, to be effective in operation. The submissions to this Council and our own observations in a variety of programs we have visited strengthen our belief that the current ratios are producing sufficient staff for effective care. There is no evidence that a reduction in the number of program staff would be equally effective in producing quality care for children.

We would therefore recommend that the present staff/child ratios be maintained and that no change be made in the present regulations. We would also recommend that the staff/child ratios be interpreted to include only program staff and to exclude support staff, e.g., clerical, housekeeping maintenance staff, etc.

Council has considered the possibility of establishing some alternative methods of setting staff complements. There has been some preliminary exploration of possible systems, but this has not been developed to a sufficient degree to warrant any comments to be made at this time. There should be continued work done to explore alternative methods of setting ratios, backed by practical research on the actual results of the present ratios in operation in a variety of programs. The Advisory Council will continue to have an active interest and involvement in this work.

IV. Child Development Counsellors

The Council commented briefly on the role of the Child Development Counsellors in its first Report. Our discussions since have increased our concerns about the large number of responsibilities which these counsellors are expected to carry, and the resulting load which is placed on them by these expectations.

There are nineteen Child Development Counsellors in districts across the Province, who are responsible

for the day care concerns in their area. At present, they license and supervise all the group programs in their regions, provide support to the Private-Home Day Care home visitors in the local municipalities, act as consultants to the variety of day care groups in the communities, interpret the regulations and legislation to municipalities and others, assist in the formulation of applications for capital grants, work with the Mental Retardation Co-ordinators about programs for the mentally retarded, work with programs for children with special needs and advise about the development of day care services in the community.

There are other factors to be considered with regard to these responsibilities of Child Development Counsellors. Not every district has a Child Development Counsellor on staff, and in some cases, a Child Development Counsellor is carrying out these functions in more than one district. In many of the districts, there are great distances to be covered and, therefore, a large amount of travelling time involved. Many of the visits made are to isolated programs which need additional support and involvement by the counsellor.

It is apparent that in a Province as large and diverse as Ontario, with the variety of levels of day care concerns, these Counsellors and their work are vitally important. There must be a sufficient number of highly qualified people appointed to carry out these tasks, and they need to be linked to and supported by central Ministry staff who can keep them informed and offer them specialist services as required.

The Advisory Council is deeply concerned about two matters. First, the load placed on the Child Development Counsellors is too heavy for the few who presently hold this position. We strongly recommend that there be an immediate increase in their numbers, with at least one Child Development Counsellor on staff in each district office. We also recommend that additional Child Development Counsellors be appointed in the districts where the workload is excessive, to share the current duties assumed by the present staff complement, and that there be proper support staff assigned on a full-time basis to assist in the administrative duties within the district office.

Secondly, we are concerned about the redeployment of central Ministry Day Nurseries staff. There is an important co-ordinating and consultant role to be played by the central staff. They provide the support to the districts and to the Child Development Counsellors in the field, and are the source for the Ministry planning and development initiatives for day care

services. They also provide the channel between the day care field staff and the policy makers, and we are distressed to see the former Program Development section of the Day Nurseries Branch so reduced in numbers. It is important that the Ministry re-establish a strong core of qualified staff at the central office, to provide the necessary consultant component and developmental role for both the central and district activities.

V. Day Care Counselling

The Council was very interested in the reports by the Day Care Counsellor at Queen's Park. During the past five months, a member of the Day Nurseries staff has been working half-time as a consultant to Government employees at Queen's Park, assisting them to make day care arrangements for their children. She has advised parents about the availability of services in areas near their homes, has found spaces for them, and in some instances has found Private-Home Day Care homes and placed children in them. She assists them in making the best arrangement and selection to meet their own needs, and to date this service has received over 130 inquiries involving 160 children.

This concept seems to hold a number of future possibilities. A Day Care Counsellor could be the first step undertaken by an employer to meet the day care needs of employees. Indeed, a municipality could employ such a counsellor, either to initiate day care services in that community or to enhance services already established. An individual or a group could offer such a service to industries and communities, and from such a beginning a registered Private-Home Day Care program could grow. We would suggest that such a position could be recognized as day care staff for municipalities and other approved corporations, and that some further work be done to demonstrate and publicize this.

VI. Reports

During this session, two major Reports were referred to the Council for its response.

Final Report, The Select Committee on the Utilization of Educational Facilities

There were three recommendations contained in this report which were concerned with Child Care and Development.

"RECOMMENDATION 24

The Government of Ontario, through the Ministry of Community and Social Services, should develop and directly fund a program of child care and development, that would be universally available and that would be integrated with early childhood education as a component of the education system for Ontario."

"RECOMMENDATION 25

Provincial regulations for the provision of child care should be examined in relation to quality of service and the need for local community involvement in the development and implementation of child care programs and revised to support the actual needs of individual communities."

"RECOMMENDATION 26

The Minister of Community and Social Services in consultation with the Minister of Education should institute a special program to accommodate the needs of elementary school children for supervised care and recreation before and after school and during the lunch period."

The first two of these recommendations indicated the concerns which had been expressed to the Committee during their hearings, and which the Committee felt it was not qualified to explore in any depth. They reflect some of the matters which have been submitted to this Council, and provide further evidence of the wide interest across the Province in this field.

The third recommendation with regard to programs for the school-age child is a subject for major discussions among the Ministries concerned – Community and Social Services, Education and possibly Culture and Recreation. This Council would like to study the question of the best solution for "care" arrangements for school-age children, and to explore the possibility of using school facilities for lunch and after-school care. There is already a program in Metro Toronto where the YMCA has contracted a purchase of service agreement with the Metro Department of Social Services for such programs in a number of schools, and this model should provide an excellent base for further study.

Junior Kindergarten Study

This study concerned itself with the professional requirements for teachers in Junior Kindergartens. The Advisory Council regretted that there was no mention made of children and their needs in the study,

and advised the Minister of its belief that any staff in charge of groups of pre-school children should be qualified in child development, regardless of the jurisdiction under which such programs were operated.

VII. Prevention

Currently there are proposals before the Minister urging that steps be taken to define and make operational the term "prevention" as it pertains to child welfare services in Ontario. We would strongly support such action, and recommend that, in the broadest terms, day care should be regarded as a prevention service.

The proposals being considered in this area reinforce one of the major concerns regarding the development of services for children. At present there are a number of ministries within the government concerned with legislation governing children's services in a variety of fields, i.e., day care, child welfare, public health, education, correctional services, recreational services, etc. There needs to be a co-ordinated approach among the various jurisdictions to ensure that the child and his family do not become fragmented in terms of their needs and the services available to them. Such co-ordination should be reflected in the planning of priorities and policy development.

VIII. Expansion of Services

The Government of Ontario is committed to the provision of more day care services in Ontario, and the Capital Expansion Project which was instituted last autumn provided resources for the establishment of 109 new programs across the Province. The Advisory Council has identified a number of possibilities for future expansion of day care services in this Report:

1. The provision of day care services for school-age children, in conjunction with schools.
2. The establishment of Private-Home Day Care as a satellite to group programs, especially to half-day co-op nurseries.
3. The use of Day Care Counsellors, to provide consultation regarding day care placements to employees in business and industry.
4. The possibility of a variety of agencies, including Children's Aid Societies, becoming involved in the provision of Private-Home Day Care.

IX. Future Council Activities

In the coming year, the Advisory Council will consider the area of the costs and financing of day care services, including a review of the Capital Expansion Project recently completed; programs for school-age children; and services for infants. It will continue to hold meetings outside Toronto, and hopes to have at least two such major meetings in addition to its regular sessions.

Regular reports will be submitted to the Minister on the progress of its deliberations.

Respectfully submitted,

ADVISORY COUNCIL ON DAY CARE

June 30th, 1975.

Council Statistics

Council has had 16 days of regular meetings since January. In addition, Council has held meetings in Chatham (2 days) and Thunder Bay (3 days).

During those meetings it has met with the following organizations and individuals:

Executive Director of Social Services
Director of Children's Services Bureau
Assistant Deputy Minister, Delivery
Executive Director, Financial and Administrative Services
Special Consultant – Early Childhood Education, Ministry of Community and Social Services
Assistant Director Day Nurseries (Program Development)
Day Nurseries Branch Consultant
Program Development Specialist, Ministry of Community and Social Services
Consultant on Day Care, Federal Government
Executive Director, Family Day Care Services,
Supervisor of Kiddie Kollege, Red Lake
Supervisor of Private-Home Day Care, Regional Municipality of Peel
Supervisor of Private-Home Day Care, Regional Municipality of Waterloo

Representatives of:

Community Day Care Coalition
Ontario Welfare Council – Action Committee on Day Care
The Brora Centre

Association of Early Childhood Education for
Ontario – Certification Committee
Provincial Consultative Committee on Curriculum
Content – Ministry of Colleges and Universities
Mini-Skools
Child Development Associate Consortium,
Washington D.C.

Chatham

During the visit to Chatham it met with:

St. Clair College of Applied Arts and Technology
Representatives from Indian Bands in the
Chatham area
Second year students in Early Childhood Teacher
Education – Fanshawe College of Applied Arts
and Technology, London, Ontario
Sarnia, Association for Early Childhood Education
Windsor, Association for Mentally Retarded
Urban League of London
Lambton College, Sarnia
Lambton Centre for Children and Youth, Sarnia
The Board of Pre-School Directors, London and
District
Walpole Island, Indian Nursery School
Chatham Nursery School for the Retarded

In addition visits were made to:

Walpole Island Indian Nursery School
Chatham Nursery School for the Retarded

Thunder Bay

During the visit to Thunder Bay it met with:

Lakehead Social Planning Council
Confederation College, Thunder Bay
Association for Early Childhood Education for
Ontario – Thunder Bay
Thunder Bay Parent Co-op
Mothers on Budget
Couchiching Band, Fort Frances
Child Development Counsellor – Thunder Bay
Social Services Department, City of Thunder Bay
Northern Women's Centre
W. J. Griffis Developmental Centre
Confederation College, Kenora
Port Arthur Day Nursery

In addition visits were made to:

W. J. Griffis Developmental Centre
Port Arthur Day Nursery
3 Private-Home caregivers

The Council received for Comment:

Final Report, The Select Committee on the
Utilization of Educational Facilities
The Junior Kindergarten Study

The Council has received from the public since its
last report:

Submissions from organizations	65
Submissions from individuals	123

Appendix 1

TRAINING COMMITTEE

Early Childhood Education Courses 1974–75

College or University	Daytime Programs	Continuing Education
Algonquin (Ottawa)	E.C.E. Diploma	***
Cambrian (Sudbury)	***	***
Canadore (North Bay)	Experimental program to provide opportunity for E.C.E. training for untrained, employed workers in day nurseries in areas too remote from college for regular attendance in evening programs.	
Centennial (Scarborough)	E.C.E. Diploma	Certificate of Achievement for Early Childhood Assistant Pre or 1st part of diploma course
Conestoga (Kitchener)	E.C.E. Diploma	E.C.E. Diploma No details re Advanced Studies
Confederation (Thunder Bay)	E.C.E. Diploma	E.C.E. Diploma
Durham (Oshawa)	***	***
Fanshawe (London)	E.C.E. Diploma	4 credit courses – one from each level planned Advanced courses – two ½ credit courses planned – one in fall, one in winter – Speech Disorders in Children – Advanced Art
George Brown (Toronto)	Day Care Worker (Infants) diploma 16-week Nursery Aide – Canada Manpower sponsored – Academic grade 10 required	None
Georgian (Barrie)	***	***
University of Guelph	Bachelor of Applied Arts – Grade 13 required	***
Humber (Rexdale)	E.C.E. Diploma E.C.E. for the Developmentally Handicapped	E.C.E. Diploma Special Interest credit course – Teaching Children with Learning Disabilities (42 hours)

*** Information on plans for 1974–75 programs not available at time of printing.

College or University	Daytime Programs	Continuing Education
Lambton (Sarnia)	E.C.E. Diploma	***
Loyalist (Belleville)	E.C.E. Diploma	None
Mohawk (Hamilton)	E.C.E. Diploma	Block Program E.C.E. diploma – first year only (requires entry into 2nd year day program in order to complete diploma) Advanced courses – Disorder of Speech and Language in Children – spring term
Niagara (Welland)	E.C.E. Diploma	***
Northern (Porcupine)	E.C.E. Diploma	***
Ryerson Polytechnical Institute (Toronto)	4-year Bachelor of Applied Arts – E.C.E. specialty – Grade 13 required	None
Sault (Sault Ste. Marie)	E.C.E. Diploma	E.C.E. Diploma Special Interest credit courses
Seneca (Willowdale)	E.C.E. Diploma (includes Introduction to Infant Skills, Recreation Skills for 6 to 12 year olds)	E.C.E. Diploma Advanced Studies: – Mental Retardation – Infant Studies – Co-op Parent Workshop – Inter-personal Relations – Socialization of the Young Child – Marriage and Family Dynamics – Cognitive Development with emphasis on music skills – Child Study Methods for the Preschool Educator – Effective Communication Skills for the Preschool Educator
Sheridan (Oakville)	E.C.E. Diploma Montessori option offered	E.C.E. Diploma
Sir Sandford Fleming (Peterborough)	E.C.E. Diploma Special program which provides child care for them during class time	10-week series on Infant Development Non-credit courses: Growing with Your Family – parent-teacher series Advanced course: Speech Development
St. Lawrence (Kingston)	E.C.E. Diploma	***

College or University	Daytime Programs	Continuing Education
St. Lawrence (Cornwall)	E.C.E. Diploma	Upgrading, diploma credit and post-diploma courses available according to demand
St. Clair (Windsor)	None	E.C.E. Diploma Special Interest – credit and non-credit courses Advanced Courses
University of Toronto – Institute of Child Study	2-year Diploma – B.A. required	Advanced courses
University of Waterloo	3-year B.A. program planned	

May 1974

Appendix 2

THE CHILD DEVELOPMENT ASSOCIATE CONSORTIUM (U.S.A.) AT A GLANCE*

History

There are now more than 23 million children under six in the United States.

Greater awareness of the importance of a child's early years, the number of mothers entering the work force, the emphasis on child development and early education in counties of both the West and East . . . all these phenomena have created new demands for early childhood centers in which children may learn and develop.

These and other conditions have created increasing needs for trained personnel to assume full responsibility for the daily activities of young children in child-care centers.

Seeing these developments in the nation, the Office of Child Development of the U.S. Department of Health, Education and Welfare, initiated the idea of the Child Development Associate – a person especially skilled in relating to and working with children aged three to five years.

The Office of Child Development in 1971 funded the National Association for the Education of Young Children to conduct a feasibility study into ways in which such a competency-based CDA training program (as opposed to traditional academic training) could be launched.

The Office of Child Development, also in 1971, formed a task force of experts in the fields of early childhood education and child development. This task force defined six competency areas considered basic for a CDA, and believed necessary to a developmental program for young children.

Three educational groups and one public representative established the Consortium as a non-profit corporation. The three groups were: American Association of Elementary/Kindergarten/Nursery/Educators, Association for Childhood Education International, and the National Association for the Education of Young Children. These groups wrote a

proposal for funding the Consortium which has now expanded to include 38 organizations and two public representatives.

As a result of the feasibility study and task force recommendations, the Office of Child Development funded the CDA Consortium in 1972.

Structure

The Child Development Associate (CDA) Consortium is a non-profit, private organization made up at this time of 38 organizations and two individuals.

The 38 organizations have a national constituency and must be concerned with some phase of the well being of children. The organizations are divided into nine categories – A through I. Members of each category are representative of different aspects regarding the welfare of children.

The two individuals are public representatives from the private sector who have stature in the educational community or with the public at large. They, too, must be concerned with some phase of the well being of children.

The Consortium is governed by a 17-member Board of Directors representing each of the nine categories. By-laws provide for rotating Board membership. The Board functions as the Consortium's policy-making body and is supported by a full-time staff of professionals.

Though supported presently by a grant from the Office of Child Development, the Consortium is not a government agency.

The role of the Consortium is to bring together the thinking and interest of the private sector in an effort to upgrade the quality of care given children in child-development centers. The Consortium's focus is on personnel working with these children.

The Consortium has two major tasks: to develop a performance-based assessment system specific to the competence needed by individuals working with

* At the time of printing, a report of August 1975 by the CDA Consortium has been received. This fact sheet entitled "The Child Development Associate Credential: An Award Whose Time Has Come" documents recent activities and progress of the CDA program. Further information regarding this program may be obtained by writing to:

The Child Development Associate Consortium
7315 Wisconsin Avenue
Suite 601E
Washington, D.C. 20014
U.S.A.

three-to-five year old children in early childhood centers; to develop a system for awarding a CDA credential to individuals assessed as competent.

Six areas have been identified as important competency areas for a CDA and are being refined.

The Consortium is not the total CDA project although it is an important component. Other components are: 13 Pilot Training Programs; Head Start Supplementary Training programs converting to CDA training, and a technical assistance component.

The Consortium does not fund the CDA project. The Office of Child Development funds and monitors the overall CDA project.

The Consortium is NOT funded to train but rather to develop an assessment and credential system. Training is being refined in 13 pilot training programs. The Consortium, however, works with the pilot training programs regarding assessment. For information on training, one should contact the nearest HEW/OCD regional office or the national Office of Child Development, P.O. Box 1182, Washington, D.C. 20013.

Assessment . . . How it Grew

WHO CONTRIBUTED IDEAS FOR GROWTH OF THE ASSESSMENT PROCESS?

Leaders in the field of early childhood education and child development

Specialists having expertise and credibility among various population and professional groups contributed through a series of dialogues

Practitioners, researchers, trainers, parents

The Consortium Board of Directors and staff

WHAT DO THESE PERSONS WANT OF ASSESSMENT?

A system built on the six core competency areas for a CDA

A non-mechanical system which could seek out human qualities intrinsic to good performance of a CDA candidate

A system which recognized and supported the cultural differences among children

A system which is based on performance with children

A system fair to the person being assessed and mindful of the children's well being

Based on these concerns the Consortium's assessment system reflects 11 philosophical strands of thought. They are:

The competence to be assessed must include attitudes, knowledge and skills.

Assessment must focus on the candidate's performance.

Competencies to be assessed must be known to the candidate.

Assessment must take place in a natural setting – a setting which is familiar or one which is similar to that in which the candidate works.

Assessment must not be a one-time situation, but must be cumulative, conducted over a period of time.

Assessment must be conducted by a team of persons.

Assessment must involve a variety of procedures to insure the greatest possible reliability and validity.

Assessment must provide a basis for evaluation of the candidate's abilities and a diagnosis for further improvement – not simply a finding of competence or lack of it.

Assessment will not begin and end within a predetermined time period.

Assessment must give each candidate a profile of his or her individual performance – not simply an evaluation of "competent" or "not competent."

The candidate must be involved in his or her own assessment.

EXTENSIVE DEVELOPMENT EFFORT

Hundreds of individuals contributed to the Consortium's developmental activities through numerous contracts.

As a result of staff visits thousands of concerned persons in the field contributed reactions and ideas.

A field test of the prototype assessment system was conducted between March 1 and June 30, 1974. More than 1,000 persons participated in the test.

Results of the spring field test indicated the assessment system is workable.

Results did reveal, however, the need for further testing of various facets of the system.

A second test of the prototype system will be conducted beginning January and will continue until March, 1975. Primary purpose of the field test is to conduct validation and reliability studies of the assessment process.

The Six Core Competency Areas

Set up a safe and healthy learning environment for young children.

Advance their physical and intellectual competence.

Build their positive self-concept and individual strength.

Organize and sustain the positive functioning of children and adults in a group learning environment.

Bring about optimal coordination of home and center child-rearing practices and expectations.

Carry out supplementary responsibilities related to the children's programs.

The task force stated that a CDA should "possess the sensitivity to relate to young children effectively, both individually and in a group."

Elements in Assessment

The Consortium's assessment process uses the following elements for assessing candidates for the CDA credential:

ORGANIZING SCHEMA

In a system that is not totally objective this amounts to a way of organizing the thinking of an observer as he considers a candidate's performance from the point of view of competence. The organizing schema is the total conceptual structure for organizing the content of the assessment system. It starts with a general definition of a CDA, and then progressively moves to more specific definitions.

LOCAL ASSESSMENT TEAM

A team of persons from the candidate's locality will do the actual observing and assessing of the candidate's performance with children. This team will be made up of: the candidate's trainer, who knows the candidate's day-to-day work in a center; a parent-community representative, who will bring to assessment the viewpoint of community needs and parent desires; a Consortium representative, who will work with several teams in a geographic area, has a professional background, and is specially trained by the Consortium; the candidate, who will both learn from the assessment process and bring to it his or her own intimate knowledge of the needs of specific children.

PORTFOLIO

This amounts to a large file on the candidate's training and work with children at the time of assessment. An aid in assessment, it holds material which the candidate and the team assemble to show the candidate's competence. Team members will review the Portfolio in making their decision.

PROFILE

Using the Portfolio material and their own observations, the local assessment team will digest a candidate's strengths and weaknesses according to Consortium guidelines. This digest will constitute a Profile of the candidate's performance.

RECOMMENDATION

After making observations, studying the Portfolio and extracting a Profile, the local assessment team will decide on the candidate's competence in each of at least 11 functional areas. Team members will vote on two considerations: Is the information on the candidate adequate? Is the candidate competent or in need of more training? The Consortium representative applies Consortium performance standards to the team's decision, and makes a recommendation.

THE CREDENTIAL AWARD

The Profile of the candidate's performance and the recommendation will then be sent to the Consortium's national headquarters. The Consortium then will make the decision on awarding the credential.

The Credential

Will be a professional award which reflects the competence of personnel working with children, ages three to five.

Will result from performance-based assessment and training. Awarded to these persons who demonstrate satisfactory performance in specific skills, attitudes and knowledge within the Consortium's six core competency areas.

Is not a legal license, but a professional award of competence. The right to license belongs to the states. Will not be awarded until final adoption of the assessment system.

The Consortium has been actively involved in several functions related to credentialing. They are:

- keeping abreast of the kinds of legislation and regulations which already exist concerning the education and development of children;

- keeping up with legislation being proposed in the states;

- keeping states apprised of how the work of the Consortium coincides or differs from state efforts.

Two professional colloquies on credentialing have been conducted by the Consortium. The first, held in May, 1974, involved individuals from Consortium membership whose own organizations are involved in credentialing personnel. The second colloquy, also held in May, 1974, was for individuals with experience and expertise in certification and accreditation.

The Credentialing and Community Relations department of the Consortium is working: to identify and develop the components of a professional CDA credential; to develop a system for awarding the credential; and to gain acceptance of the CDA credential among professionals, government bodies

and the general public. Gaining acceptance by these groups will be a major activity from January, 1975 through June, 1975. The Board of Directors will receive a tentative system for awarding a CDA credential and a proposal of plans for gaining endorsement at its December, 1974 meeting.

During this fiscal year the Consortium will work closely with 15 target states, yet to be selected, to

gain acceptance of the CDA credential.

Five target states will appear ready to incorporate the credential into their legal licensing requirements.

The ten target states will appear ready to make a commitment to the principles and future incorporation of the credential. Remaining states will receive information on the credential, and lines of communication will be established.



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